

To: Environmental Quality/Land Use Committee

Via: Brandol Harvey, Chief of Planning

From: Dan McKinney, Development Administrator

Date: October 14, 2004

Subject: Ordinance 1371– 2300 block, North Main Street – Northside, Rezoning from R-4 to PR

SUMMARY OF REQUEST

Request: Rezoning from R-4, Low Density Residential to PR, Planned Residential

Neighborhood Area: Northside Park

Property Location: East side of the 2300 block of North Main Street & North of the 2200 Block of Progress Street.

Tax Parcel Number: Tax Map Number 166(A)4

Lot Size: 121.1 acres.

Zoning of the Property: R-4 Low Density Residential.

Surrounding Zoning:

- North: RR-1 Rural Residential.
- West: Route 460 Bypass and RR-1 Rural Residential
- South: R-4 Low Density Residential.
- East: R-4 Low Density Residential.
- (across Main Street) Planned Residential.
-

Present Use of Property: Vacant/agricultural.

Surrounding Uses:

- North: Cemetery.
- West: Highway and Single Family Residential
- South: Single Family Residential
- East: Single Family Residential.

Neighborhood Meeting: 7:00 p.m., August 26 & September 20, 2004.

BACKGROUND

SAS construction is proposing a Planned Residential development in the R-4, Low Density Residential Zoning District on 121+ acres. This is to allow a mixture of residential house styles including single family detached and Townhome, as well as some commercial uses. This rezoning request is a discretionary decision by Town Council.

In February 2003, a preliminary plat of a 133 lot single family detached major subdivision was approved for 69 acres. The land for this previously approved subdivision is contained within the current 121 acre rezoning. If the rezoning is approved, the Master Plan for the Planned Residential Zoning will void the previously approved major subdivision preliminary plat.

PROPOSAL

The proposed development, to be named Northside, is a 121 +/- acre tract of rolling fields located in the 2300 block of North Main Street in the North End Sector. A maximum of 400 residential units, 13,000 gsf (gross square feet) of commercial space, 11,000 gsf of Daycare, and 7,200 gsf of community center space are proposed to be constructed as part of this development.

The total proposed 121 acre development, will include 10 phases in two sections. These sections are denoted as Sections XII and XIII. Section XII is designed as an extension of the present Northside development with larger lots, identified as Estate Lots, and planned in a more suburban fashion. Section XIII is developed as a neo-traditional neighborhood around a traditional grid street pattern. Section XIII is planned in 7 phases and includes a flexible building design to include residential dwellings on smaller lots ranging from 6,912 square foot to 2,880 square foot lots for single family homes. Section XIII allows for the construction of 51 Townhomes, and through SUP the potential for 13,000 square feet of commercial space. Section XIII is also the location of the community center and day care center.

The flexibility proposed for Section XIII is governed through a unit matrix which is included within the proposal. This unit matrix lists, by block, the number and types of dwelling units which could be built in that area. The intention is to provide some level of flexibility in types of housing and lot sizes home buyers can choose from. This flexibility allows the developer to be more responsive to market trends. It also means that the final design decisions about the density and housing styles for each block would not be determined until the Final Plat for that phase is submitted prior to construction. For instance, Block 1A, which adjoins North Main Street, could have 6 Medium Alley Homes or 12 Townhomes depending on what the developer believes the market will support at the time the Final Plat is proposed.

A total of 39.37 acres of land are dedicated as open space, 10.79 acres of land are part of the Town Park that was previously dedicated to the Town from the original parent parcel. As part of the open space the applicant is proposing to dedicate 8.86 additional acres to the Town. The open space to the North and West of the new Progress Street and along Route 460 bypass would be dedicated to the Town as public open space.

Progress Street is proposed to be extended and is designed as a collector road with a 85' wide ROW that includes a 12ft median, bike trail, sidewalk, and the provision for 3' wide bike lanes. Progress Street would not connect to North Main Street as part of this proposal.

PROFFERS

The applicant voluntarily proffers the following:

1. The applicant will develop the property in substantial accordance with the Northside Planned Residential Application prepared by Mithun, and Barnes Grogan Bower and Taylor Design Group, PC dated July 8, 2004, and September 15, 2004.
2. The development will include a foot trail system traversing portions of the dedicated open space for Northside Community. This trail will be constructed prior to the completion of the first 200 dwellings of the proposed development.
3. A minimum of one 100sf gazebo and one play area will be constructed in the pocket park and village green areas prior to the completion of 350 dwellings.
4. The community building will be completed prior to the first 100 dwellings.
5. A parking area consisting of fifteen parking spaces will be constructed to support the recreational field during construction of Section XII, Phase III, and prior to the completion of the first 300 dwellings.
6. Access to the Town Park, via Progress Street, will be constructed by the completion of the first 300 dwellings. Prior to the completion of the first 300 dwelling units, pedestrian access will be provided by an eight foot temporary trail.
7. The developer will reimburse the Town Parks and Recreation department up to \$10,000 for recreational equipment to be purchased and installed by the Town for use in the Town Park area.
8. The development will construct a bus stop along Progress Street. The bus stop will be constructed during Section XII, Phase III of the development prior to the completion of the first 300 dwellings.
9. Directional signs will be installed at the intersection of Maywood and Progress Street to make drivers aware that they are approaching a Town Park.
10. No more than 400 residential dwelling units, 13,000sf office/commercial space, 11,000sf Day Care facility, and 7,200sf community building shall be constructed in the entire Northside Planned Residential Community.
11. Stormwater management practices will be designed to detain the post development peak flow rate to the pre developed peak flow rates for the 25, 10, and 2 year storm events.

12. A homeowners association will be formed for the development. The homeowners association documents will at a minimum address:
 - ☐ Maintenance of the Village Greens, Pocket Parks, front yards of residential uses with the exception of the estate lots, alleys and stormwater management facilities.
 - ☐ Trash collection locations
 - ☐ Enforcement of maintenance and all regulations set forth in the association documents.
 - ☐ Pre-qualification process of potential homebuyers.
13. A Final Traffic Analysis will be completed prior to any subdivision approval. Any recommendations made in this document to the developer regarding turn lanes, and/or stop light requirements will be implemented in the development at the time it is warranted.
14. A Final Sanitary Sewer analysis will be completed prior to any subdivision approval. Provided there is no capacity in the existing Town of Blacksburg Sewer System, the developer will provide capacity for the Northside Community by implementing one of the options stated in the Blacksburg Sanitary Sewer Connection Policy-West Stroubles Creek Sewershed and/or the document titled "Sanitary Sewer Options for the Northside community" prepared by Barnes Grogan Bower & Taylor Design Group, PC dated September 14, 2004.
15. A Design Guidelines book will be completed and enforced by an appointed committee. This book will address architectural design and character of all structures.
16. The maximum number of Townhomes to be constructed in Northside Community will be fifty-one.

SURROUNDING LAND USE AND ZONING

The property is located at the 2300 Block on the west side of North Main Street and east of the Route 460 By-pass. The proposed area is Zoned R-4 Low Density Residential and is currently undeveloped agricultural land.

The property located north is zoned Very Low Density Residential (RR-1) and consists of a Cemetery Use. To the west is the Route 460 bypass and beyond that agricultural land zoned Very Low Density Residential (RR-1). Directly east adjoining the rezoning proposal are large parcels of land with single houses zoned R-4 on them and beyond that is the Maywood Street and Wyatt Farm Subdivisions. Maywood Street is zoned Very Low Density Residential (RR-1), and Wyatt Farm is a Planned Residential (PR) zoning. To the south is the Northside Park subdivision that is zoned R-4 Low Density Residential and has developed as a residential subdivision.

NEIGHBORHOOD MEETING

Two neighborhood meetings were held, the first August 26th, had 63 citizens attend. The second meeting was held on September 20th where 24 citizens attended. Bill Kreager, Sheldon Bowyer and Jeanne Stosser attended the meetings as applicants. A summary of

public comments made at both meetings is attached to this staff report. Questions, comments and concerns expressed by the attendees focused on the following general topics: if commercial space is appropriate in the North End Sector; amount and location of commercial space; housing styles & density; traffic generation and flow from the site; provision of sewer and its capacity; and amount of proposed openspace.

ANALYSIS

The criteria to be considered in evaluation of a rezoning request are as follows: An application for change of Zoning Classification, also known as a rezoning, is an *amendment* to the Zoning Ordinance. An amendment to the Zoning Ordinance may be initiated by petition of the owner [Sec. 1150]. Section 1151 of the Zoning Ordinance requires the Commission to study proposals to determine:

1. *Whether the proposed amendment conforms to the general guidelines and policies contained in the Comprehensive Plan.*
2. *The relationship of the proposed amendment to the purposes of the general planning program of the Town, with appropriate consideration as to whether the change will further the purposes of [the Zoning Ordinance] and the general welfare of the entire community.*
3. *The need and justification for the change.*
4. *When pertaining to a change in the district classification of property, the effect of the change, if any, on the property, surrounding property, and on public services and facilities. In addition, the Commission shall consider the appropriateness of the property for the proposed change as related to the purposes set forth at the beginning of each district classification.*

Further, a rezoning is also considered *conditional zoning* if the owner of the property voluntarily *proffers* in writing reasonable conditions [Sec. 1160]. Proffered conditions are in addition to the applicable regulations for the requested zoning district.

Comprehensive Plan Analysis –

Section 1151 of the Zoning Ordinance requires the Commission to study proposals to determine whether the proposed amendment conforms to the general guidelines and policies contained in the Comprehensive Plan and the relationship of the proposed amendment to the purposes of the general planning program of the Town.

The Analysis of the Comprehensive Plan has been divided into the following headings; Character & Land Use, Character and Patternbook, Parks and Recreation, Commercial Space, Transit, Stormwater, Sewer, Open Space, and Public Safety & Facilities. General Policies, Critical Issues, and other statements from the Comprehensive Plan are analyzed under each of these headings. Comprehensive Plan statements are bulleted and italicized.

The proposed development is located in the North End Comprehensive Planning Sector and the Northside Park Neighborhood Planning Area.

Character & Land Use

- ❑ *Open space and agriculture are prominent land uses in this sector. These areas of open space contribute to the rural feel of the area and create a natural boundary between the more urbanized areas of Town and the rural county. Most of the approximately 770 acres of agricultural or vacant land in this sector has topography that is well suited for development*
- ❑ *New single-family residential developments should develop in a fashion that preserves open space and agricultural areas. Zoning standards require that a portion of the development site be preserved as open space. These standards will aid in preserving the rural feel of the North End.*
- ❑ *That the area is primarily a residential area. Approximately 36 percent of the total land area is in residential use. This section states that “the multi-family areas of the North End primarily cater to Virginia Tech students. These multi-family areas are concentrated in the southern portion of the sector, closer to the university.”*
- ❑ *The North End Future Landuse map identifies all of the subject property as Low Density Residential land use. This is defined as “up to and including four dwelling units per acre. The Changes From Existing Land Use Map section states that the “current open areas directly north of Mt. Tabor Road and Givens Lane are designated to be low density residential.”*

The proposal is for a maximum of 400 dwelling units per acre (i.e. 3.3 units per acre) although less than the 4 unit per acre maximum recommended by the Comprehensive Plan, it should be noted that a maximum of 51 of these units *could* be Townhomes “providing for one, two, or three bedrooms”.

Townhomes are typically not a residential use type associated with the Low Density residential designation and may not be appropriate for this area of Town.

In addition, Townhome density is measured in bedrooms per acre. Assuming 3 bedrooms per unit the 51 Townhomes would result in 153 bedrooms. According to the unit matrix Block 1B, located next to North Main Street, could have 12 Townhomes and up to 36 bedrooms. This translates into roughly 31 bedrooms per acre. Although openspace for these Townhomes has been designated elsewhere within the project, the appearance and visual impact of Block 1B from North Main Street, with the Townhome use, will be of a high density development.

Internal to the rezoning, the other residential types listed, such as Estate, Traditional, and Alley homes are compatible with each other. These residential types do lend themselves to being interchangeable within the context of the Master Plan. However Townhomes, in Blacksburg, are typically not as compatible with other residential home types due to the student market.

New residents moving into the subdivision may not be aware that an adjacent block could develop, by-right, as Townhomes and not single family detached. The flexibility achieved through the unit matrix creates unknowns for future residents moving into the neighborhood which may be undesirable for the Town.

The inclusion of Townhomes, as part of this proposal, may not be in conformance with the Comprehensive Plan's Vision for Low Density Land Use in this area. If Townhomes are included the applicant may wish to consider two items; 1) The Townhomes should be limited to the interior blocks and away from North Main Street such as on blocks 5, 6, 7, 9, 10, 11, or 12. This will reduce the visual impact of the homes as viewed from outside the development. 2) Entire blocks should not be completely devoted to Townhome usage, instead seek to disperse the Townhomes throughout the community with only a few per block to reduce the potential high density appearance. It should be noted that the Comprehensive Plan encourages planned developments and states, "increased ...intensity of development may be justified based on site design considerations." Preservation of mature woodlands, providing affordable housing opportunities, multi-purpose trail, natural walking trail, and bus pull-off may be deemed appropriate site design considerations. This proposal does provide many of these amenities which may provide justification for inclusion of the Town homes.

The applicant should consider restating proffer #1 to delete the term "the applicant" and more clearly state that "the property will develop in substantial accordance with the" proposal.

Patternbook & Character

☐ *Encourage Neo-traditional type development*

☐ *Preserve and enhance Blacksburg's unique character and small town character.*

The applicant has developed a patternbook and has offered proffer #15 to address the Comprehensive Plan's statements concerning the encouragement of neo-traditional development and quality architecture. Five major building styles are proposed; Foursquare, Colonial Revival, Victorian, Victorian Revival, and Craftsman. The Design Guidelines provides additional regulations for each architectural style regarding massing, porches, and entries, materials, coloring, roof, windows, doors and other details. Proffer #15 states that an appointed committee will administer the Design Guidelines. The applicant should specify if this will be a local review committee. For new construction there is a four step approval process which includes: Conceptual Design Review, Final Design Review and Submittal, Certificate of Approval, and Certificate of Compliance. This process allows the Homeowners

Association the ability to both approve the design and ensure that the structures are constructed to compliance.

The patternbook appears to be administered through the Homeowners Association. If this is the case, enforcement and corrective action would be handled through Civil Actions, however it should be specified within the patternbook. It should be noted that in other planned residential rezonings, the patternbook is proffered as part of the development and the Town's Historic/Design Review Board approves the patterns within the patternbook. Further, as each structure applies for a building permit the elevations receive an administrative review to ensure conformance to the patternbook. This is done to provide Town oversight, in addition to a local architectural review committee, and ensure that the standards of the patternbook are being followed. The applicant should consider explicitly stating in proffer #15 who will administer the design reviews and if the patternbook is proffered as a condition of the rezoning are only part of the Homeowners Association responsibilities.

The patternbook does not provide architectural guidance for the Commercial, Day Care, or Community Building. These more intense uses and how they relate architecturally to the residential areas will impact the character and appearance of a development. The applicant should consider addressing this in the patternbook.

Parks and Recreation

- ❑ *Residents of the North End enjoy significant recreational amenities*
- ❑ *Many neighborhood parks throughout Town function at a much higher level of activity than they were designed to handle. Parking at some neighborhood parks is inadequate, particularly during peak periods such as youth athletic contests. There are also concerns that some neighborhood parks are fragmented into small parcels and are not large enough to be useable for many activities.*
- ❑ *First, pedestrian pathways do not exist throughout the north end of Town. The lack of multipurpose trails, sidewalks, and bike lanes discourages pedestrian modes of travel.*

The Town currently owns a park in this area, however the land is not currently accessible to the public and the land remains unimproved. A soccer field is planned to be constructed in this park as part of another development. This proposal does proffer to provide access to the park, construct a 15 space parking area, pedestrian trail, and provide \$10,000 to the Town towards the purchase of park equipment.

The Parks and Recreation department estimates that \$10,000 could fund the purchase and installation of equipment equivalent to a Tot lot such as a single play unit designed for 2-5 year olds, a swing set, and the mulch material around this play area. The Town is capable of accepting cash proffers. The applicant should consider rewording proffer #7 to state that the developer will “pay” the Town, not “reimburse” the Town, \$10,000 of park equipment.

Proffer # 2 states that the foot trail system will be completed prior to the completion of the first 200 units. The proposal also indicates that the surface will be crushed stone. The Town standard is for a 10’ wide asphalt surface. In addition, 200 units may take eight years to complete depending on the market. A trail through this area may be needed sooner than eight years.

Proffer # 5 addresses parking to be constructed by the developer and proffer # 6 addresses access to the Town Park. Both proffers state that they will be completed by the construction of dwelling unit 300. This is the $\frac{3}{4}$ mark of the development’s 400 units, and translates into 10-12 years, depending on how quickly the development is constructed, before these proffers are completed. The Parks and Recreation Department has indicated that parking and access to the park are needed more quickly than 10-12 years as demand for recreational services and amenities will continue to increase as the property develops. The applicant should consider proffering that as part of the first approved plat, that vehicle access and parking to the Town park will be provided. Proffer #9, which refers to park directional signage, should be restated so that the signs are constructed when the road connecting to the park is completed.

In addition to the public facilities, 2.9 acres of private pocket parks and village greens will be constructed within this development, which should help meet the demand for recreational amenities in this area. Proffer #3 indicates that a gazebo and play area will be installed in one of the pocket parks by the completion of 350 dwelling units. The type or amount of equipment within the play area has not been specified. The applicant can specify the type of equipment in “Open Space Map” and refer to the map in the proffer. In addition to specifying the equipment, the applicant should also consider restating the timing for proffer #3 to state that all the equipment within the village greens and pocket parks will be constructed as the phases that they are contained within or are adjacent are completed. The applicant should also consider a proffer stating that a security will be placed for the private park equipment prior to approval of each phase.

The proposal includes the Greenway Master Plan’s recommendation for Bike Lanes and Multi-purpose trails to follow the Progress Street extension. In addition, the application includes a pedestrian trail adjacent to the Route 460 bypass, sidewalks on all streets, and a Multipurpose trail on Road Section B that connects Progress Street to the Maywood Street-North Main intersection.

The applicant should consider creating a specific proffer to state that all trails in the proposal will meet the Town standard of a 10ft wide asphalt surface. The applicant should also consider restating the timing for the trail proffers to state that all trails and private parks will be constructed as the phases that they are contained within or are adjacent to are completed. Finally, the applicant should also consider a proffer stating that a security will be placed for the trails prior to approval of each phase.

Commercial Space

- ❑ *Commercial uses should be primarily clustered around the commercial node at the intersection of North Main Street and Patrick Henry Drive. These commercial uses should be designed to serve residents of the north end of Town*
- ❑ *Approval of special use and rezoning requests for neighborhood commercial uses will be considered when appropriate design criteria are achieved. Commercial uses should be designed to serve the immediate community and be very small in scale.*
- ❑ *Inclusion of small-scale neighborhood commercial uses in large planned residential developments will be considered. These establishments should be pedestrian oriented and not generate additional traffic from outside of the immediate area. Commercial uses that are intended to attract people off of the Route 460 Bypass should not be permitted in the sector. Sidewalks, footpaths, or appropriate alternative pedestrian circulation systems should be constructed in all new residential developments.*

Neighborhood Commercial Uses are encouraged as part of Planned Residential Rezoning. This proposal does allow 13,000 sf of commercial space by SUP. The commercial uses are ATM banking, Retail Sales, Neighborhood General Store, and Small Restaurant. The proposal further limits these uses by size so that no Retail Sales store is more than 2,000 sf, no small restaurant will have more than 30 seats, and no Neighborhood General Store will be larger than 3,000 sf.

The uses and restrictions for these uses are appropriate for a Planned Residential Rezoning. However, the maximum of 13,000 sf may be more than is needed for a neighborhood convenience commercial node. To provide an analysis of the appropriateness of the proposed size of this commercial area staff has investigated the size of other existing neighborhood commercial nodes within Blacksburg. Within the residential portion of Hethwood a single Neighborhood General Store is located that is roughly 2,700 sf. Another example of a Neighborhood Commercial Area is at the intersection of Tom's Creek and Patrick Henry Drive. Two Service Station / Convenience Stores are located in this area. The Stores are 2,900 sf and 2,200 sf. By comparison the

Food Lion Shopping Center at Hethwood is 42,500 sf and is designed to provide commercial services to the Sector.

Using these examples it appears that a maximum allowance 13,000 sf of commercial exceeds the amount needed to provide neighborhood services to this area of Town. It may be more appropriate to limit the maximum commercial space to less than 8,000 sf, which would allow sufficient space for a General Store, Small Restaurant, and two retail sales stores.

The proposal does not set a minimum size for the Community building. This is an important structure to the neighborhood as it can provided a variety of services. The applicant should consider adding a minimum size to section 2.4 of the proposal. The applicant should consider proffering that as part of the first approved plat, that the community building will be constructed.

The proposal also includes 11,000 sf of Day Care. By comparison the Rainbow Riders Center located in the South End is approximately 12,000 sf and serves 184 children, with a maximum capacity for 216 children. To determine the estimated number of children that could be generated by the Northside Community staff researched the Montgomery County School Enrollment Projections 2002. This document indicated that in 2002 the student yield factor, by residential building permit, was 0.27 students for K-12. This study also indicates that the student population's age is evenly distributed. This translates into 108 students being generated from the 400 residential units. The need for more day care services is stated within the Comprehensive Plan. An 11,000sf Day Care facility will likely service more than the immediate neighborhood and will most likely draw the majority of its enrollment from the North End Sector.

Sewer

- ❑ *Where sanitary sewer service is currently unavailable, developments should either provide for the ultimate connection to sanitary sewer when the system is available or provide a publicly approved decentralized wastewater system.*

The Public Wastewater System is a significant issue for this proposal. Sanitary Sewer is at full capacity in the area of the proposed project. The applicant has proffered that a final sanitary sewer analysis will be completed prior to any subdivision approval. Provided that there is no capacity in the existing Town of Blacksburg Sewer System, the developer will provide capacity for the Northside Community by implementing one of the options stated in the Blacksburg Sanitary Sewer Connection Policy. However the impacts of whichever option is chosen can be evaluated with public input and discretion only at this stage of the development process. Future subdivision phase approvals are administrative.

As of the date of this report, the Town Council has not made a final decision regarding future sewer capacity or availability. It should be noted that a final sewer analysis would be required prior to the approval of the final plat and the final plat for any development in this portion of Town will not be approved unless sewer capacity has been shown.

Transit

- ❑ *The demand for bus shelters is higher than the availability of funds.*
- ❑ *Require developers, through the site review process, to include public transportation compatible design in their projects.*
- ❑ *Coordinate land use decisions with existing and planned public transportation services.*
- ❑ *Promote residential development in areas with densities that can be served by public transportation.*
- ❑ *No transit service is provided to single-family subdivisions north of Givens Lane. Residents of this sector of Town have expressed interest in having transit services extended to developments north of Givens Lane. The expansion of transit service along Givens Lane is also desired. Transit service is not typically provided to single-family areas because the population density, and therefore the ridership, is too low to cover the route costs*

The proposal's proffer #8 states that transit stops will be provided along Progress Street. In addition, the clustering of dwellings in Section XIII makes this community more transit oriented by providing a population node that increases the feasibility of providing viable transit service North of Givens Lane. The applicant should provide on the "Circulation Map" more than the two stops at the Town Park. Other viable locations include the intersection of Road Section B with Progress Street and Road Section E with Progress Street. In addition, until Progress Street connects to North Main a bus stop should also be located along Road Section B at the Central Park. The applicant should also consider proffering bus pull-offs and construction of transit approved shelters.

Stormwater

- ❑ *Development, particularly around the Woodbine and Wyatt Farm subdivisions, will exacerbate existing poor drainage unless proper on-site stormwater mitigation measures are taken. Special attention to this issue is needed in the north end of Town, and the potential effects development may have on existing stream and groundwater recharge areas should be considered.*

The proposal does identify locations for bio-retention and grass swales to address stormwater as well as proffers that the “Stormwater management practices will be designed to detain the post development peak flow rate to the pre developed peak flow rates for the 25, 10, and 2 year storm events”. The applicant should consider expanding proffer 11 to specifically state that stormwater management practices will be implemented in accordance with the proposals “Stormwater Management Plan” and that the Town Engineer shall determine the suitability of each measure.

Open Space

- ❑ *Preservation of open space is a special consideration when reviewing development in the North End sector. Ridgelines, hilltops, land identified in the Greenway Master Plan, land adjacent to existing public parks, to existing preserved open space or to the Creek Valley Overlay is of significant value to the community.*
- ❑ *Development should be clustered on less than half of the site with the remainder of the site being reserved in permanent open space.*
- ❑ *There is a high availability of open, developable land in the North End. Preservation of open space and the rural feel of the area will be a challenge. Residential and agricultural zoning standards in the North End require the preservation of open space as properties are developed. If the land is developed under these standards, significant open spaces and agricultural land will be preserved to an extent. These development standards mitigate the effects of growth in the area and need to be strictly adhered to or strengthened if necessary.*
- ❑ *Conserve and protect networks and corridors of natural vegetation (and) forest cover...and to utilize Planned Residential... zoning as an open space preservation technique.*
- ❑ *Ensure the proper management of open space, ...and forested areas, and encourage landowners to preserve forested land using ... voluntary means for preserving environmental quality while retaining the land as an economic resource.*

The proposal states that 35% of land (39.47 acres) will be preserved as open space and maintained either publicly or privately. Of the 39.47 acres 10.79 acres of land was previously dedicated to the Town as Town Park in 1988 during the original subdivision for Northside Park. The preservation of 35% open space exceeds the requirement for a Major Subdivision of the land (10%) and more than the minimum required by Planned Residential rezonings (30%). However, the rural feel of the North End Sector will be affected by the clustering of structures in Section XIII. This cluster is on a ridge and fronts on North Main Street. It will create a Village type appearance in the North End

Sector. However the clustering of units close to North Main Street in Section XIII will create a distinct urban appearance in a sector of Town that envisions a more rural feel. Although a large area of open space will be preserved with this proposal, the lack of open space preserved near North Main Street will reduce the rural / open feel of this development from one of its primary entrances.

Transportation

Givens Lane is a collector road that currently intersects at the south terminus with Tom's Creek Road. As part of the Tom's Creek Road/460 Bypass interchange project, Givens Lane will be rerouted to terminate at Patrick Henry Drive. Progress Street, a collector road, is projected to cross Givens Lane when future development warrants and will be extended through this development for a future connection with North Main Street at Wyatt Farms.

The Comprehensive Plan also supports the creation of Alleys within new developments to provide locations for utilities and provide an alternative means to access properties.

The proffer to dedicate and construct a BT transit stop may be expected to mitigate some of the adverse impacts that could arise from increased traffic from this development if Transit Service is extended. A multi-purpose trail along Progress Street also provides additional options for pedestrian and bicycle transportation.

The interior of Section XIII allows for the potential construction of alleys in every block of the interior. This is to provide residence a means to access their homes and park their vehicles behind the house.

Public Safety & Facilities

- ❑ *Blacksburg's emergency services maintain good response times that exceed their targets.*
- ❑ *Study the need for additional emergency personnel as calls for service increase.*
- ❑ *Include public safety when evaluating the impact of future land uses on Town services and costs.*
- ❑ *Supplement the downtown fire and rescue station with a new station on three to eight acres of land, depending on topography and lot configuration, along an arterial or collector road in the northern portion of Town. The new station, possibly a Public Safety Facility, must overlap the downtown station's service area in order for fire personnel and equipment to completely vacate Station One.*

As part of staff's evaluation, the Fire/Rescue and Police Departments were contacted to discuss the potential impact of 400 residential units on emergency services. All Departments indicated that there would not be an

immediate negative impact from this development on emergency services. Both the Fire and Rescue Departments indicated that a need continues to exist for a Fire/Rescue Station in the North End of Town. The Town's Comprehensive Plan list this goal as a "*within 25 years*" Action Strategy. A site has not been identified for this station.

Zoning Ordinance –

The proposal is evaluated on applicable elements of the District Standards, Use and Design Standards, and Development Standards of the Zoning Ordinance. As a proposed planned Multi-family Dwelling use development, the proposal is evaluated on the standards for Planned Residential District (Division 11) and the Use and Design Standards for Town Homes, Small Restaurant, and Neighborhood Convenience Store uses (Section 4216.) Development Standards (Article 5) for parking, buffer yards and screening, landscaping, signs and exterior lights also pertain.

In part, the Purpose of the Planned Residential zoning district is "*to provide for the development of planned residential communities that incorporate a variety of housing options ..., to allow greater flexibility than is generally possible under a conventional zoning district... by encouraging ingenuity, imagination and high quality design. The PR district is particularly appropriate for parcels which contain a number of constraints to conventional development.*"

The proposal provides for a variety of residential dwelling units including different single family detached and Townhome dwellings having one, two, and three bedroom floor plans. A public multi-purpose trail, a BT bus stop and the preservation of 35% openspace is incorporated in this design.

The proposed Townhome use is a permitted use in the PR district when in conformity with a final master plan. The proposed master plan complies with or exceeds PR District Site Development Regulations for minimum district size, area for active or passive recreational activities, building spacing, and underground utilities.

The development proposes occupancy standards that are consistent with single family zoning district. The applicant proffers an occupancy standard of a family plus two or no more than three unrelated residents.

"A minimum of 30 percent of the total district area shall be designated as open space."
The proposed open space is approximately 35 percent.

Yards located at the perimeter of the PR district shall conform to the setback requirement of the adjoining district, or to the setback requirements of the PR district, whichever is greater.

The proposed residential building front setback can vary from 10ft to 20ft feet which does not meet the 25 foot front setback (with parking in the rear) for the R-4 districts.

The proposed side yard setbacks vary 4ft to 12ft which may meet or exceed in some instances the side yard setback requirements of 10ft in the R-4 district. The rear yard setbacks for alley loaded homes are between 2ft-4ft as the garages are located off the alleys. This is less restrictive than the R-4 standards, however these rear setbacks are developed to allow garages to be located behind the homes which could improve the appearance of the homes front.

No setbacks have been provided for the commercial properties within the proposal. Without explicitly stated commercial setbacks, the setbacks for commercial uses would be determined by standards in the Planned Residential portion of the Zoning Ordinance. These standards are 27ft front, 7ft side(or 20ft on corner lots), and 18ft rear. These setback requirements may not be appropriate as the developers intent is to create a neo-traditional feel, which may need smaller setbacks.

The Planned Residential Section of the Zoning Ordinance states in Section 3113 (3) *“Construction of commercial and office uses shall not begin until 25% of residential units . . . of the total PR district is completed”*

The proposal does not state that commercial uses will be constructed until after 100 units (25% of the total 400) have been constructed. This should be explicitly stated in section 2.4 of the proposal. The applicant should consider proffering that no commercial structures will be built until after the phase which contains dwelling 100 is completed.

The proposal complies with or exceeds Townhome Dwelling use Use and Design Standards for, interconnecting walkways, street-oriented entrance and principal windows, parking behind the front building line, open space (20%), and recreational area.

The minimum building separation between blocks of Townhomes in the Zoning Ordinance is 20ft. The side setbacks of the Townhomes are 4ft-8ft and 10ft on corner lots. At most the separation between the Townhomes will be 16ft which is less than the minimum required in the Town’s Zoning Ordinance.

The proposal which allows commercial uses only by SUP complies with the Small Restaurant, Retail Sales, and Neighborhood Convenience Store Use and Design Standards. The SUP requirement also provides addition opportunity to review the use and design standards on a case by case basis and add conditions to the use based on the specifics at that time.

One Use and Design Standard refers to vehicle ingress/egress and traffic circulation. *“Entrances to the site should be minimized and placed in such a way as to maximize safety, maximize efficient traffic circulation, and minimize the impact on the surrounding residential neighborhood.”*

Progress Street is extended through this proposal as a collector road, Street Section A. Progress Street will not connect to North Main Street during this project. Road Section B, which traverses Section XIII, will connect to North Main Street and will likely function as a collector road. Road Section B is designed with a wider utility strip and provides a 7’

area for on-street parking on both sides. The applicant should consider designating Road Section B as an interim collector road, or designing the road to a collector road standard, removing the on street parking and increasing the width of the travel lanes until Progress Street is connected to North Main and can then function as the collector road.

For buildout conditions in 2019 the Anderson & Associates traffic analysis recommends:

- A signal at the intersection of North Main Street & Maywood Street (to maintain LOS B).
- A 100' left turn lane for the northbound approach at the intersection of North Main Street & Maywood Street.
- A 100' left turn lane at the eastbound approach at the intersection of North Main Street & Countryside Court.

The traffic analysis also recommends that traffic impacts be evaluated before each phase of the Northside development, to verify when roadway improvements are necessary. Anderson & Associates assumes the north half of the development will access North Main Street via the local road known as Road Section B, which connects to North Main Street. Road Section B will continue to function as the collector until Progress Street connects to North Main. While some internal traffic may redistribute itself once the Progress Street connection is completed, the town could have two signalized collector connections to North Main Street.

The Comprehensive Plan designates the future Progress Street connection as a collector. Ideally neighborhood local roads should network into this planned collector, drawing traffic away from the bordering developments instead of directing traffic into those developments. The neighborhood has emphasized concern about increased traffic into adjacent communities.

The traffic analysis does not include the Progress Street Extension from Givens Lane to North Main Street and assumes these improvements will not significantly alter traffic patterns in the area. This assumption runs contrary to the Comprehensive Plan intentions. As noted above, completion of the Progress Street Extension will have impacts upon the traffic patterns and these impacts should be considered by the traffic analysis.

Proffer #12 refers to the responsibilities of the Homeowners Association. The applicant should restate the first bullet of proffer #12 to clearly say that the HOA will maintain the alley and stormwater management facilities. As part of proffer #12, the applicant should delete the last bullet, as the Town has no ability to enforce the prequalification process for potential home buyers.

The proposed master plan complies with or exceeds Development Standards for public sidewalk (sidewalk is shown on all road cross sections), parking (required and proposed spaces), driveways, buffers, and signs.

CONCLUSION

The proposal is not consistent with the Comprehensive Plan's Future Land Use designation and rural vision for the North End Sector. The proposed development allows by-right the construction of Townhomes that will be located near North Main Street that will provide the appearance of a high density area, instead of a rural village, along the Town's northern gateway. However, as a proposed Planned Residential development, design considerations, such as provision for affordable housing, forest preservation, construction of a multi-purpose trail, bus pull-off, and natural trail system, may justify the use of Townhomes for this project.

The proposal allows by SUP 13,000 sf of Commercial uses. Although the Comprehensive Plan states that neighborhood commercial uses are appropriate in planned residential areas; 13,000 sf may be more than is needed for a neighborhood oriented commercial node. This amount of commercial space may be more appropriate in providing commercial services for a Sector of Town. The applicant should consider reducing the maximum allowable square feet to less than 8,000 sf of commercial space. In addition, the applicant should consider using square footage and not the number of seats to restrict the size of the small restaurant use. Town Code defines a Small Restaurant as less than 2,000 square feet. The applicant's use of the Special Use Permit process for Commercial uses will allow the Town to evaluate each commercial use on a case by case basis. The proposed SUP use provides a sufficient mechanism to ensure that the quality and quantity of commercial use in this proposal meets the intent of the Comprehensive Plan.

Progress Street is extended through this proposal as a collector road, but will not connect to North Main Street during this project. Road Section B, which traverses Section XIII, will connect to North Main Street and will likely function as a collector road until Progress Street connects to North Main. Road Section B is designed with a wider utility strip and provides a 7ft area for on-street parking on both sides. The applicant should consider designating Road Section B as an interim collector road, removing the on street parking and increasing the width of the travel lanes. This interim collector status and design should last until Progress Connects to North Main Street.

As the development is constructed, demand for recreational services and equipment will increase. The applicant should consider reducing the time requirement to provide recreational amenities such as trails, parking, park access, private park amenities. It may not be appropriate to wait until the final stages of the development to complete the proffered recreational amenities.

Many of the proffered conditions are not enforceable and need to more explicitly state where, who, how, and when the proffers will be implemented. The applicant should use the word "shall" in place of "will" within the proffer statements. All proffers appear to have a reasonable relation to the rezoning; are in conformity with the Comp Plan; are enforceable and are not less restrictive than the ordinance.

Otherwise, the proposed development appears to be consistent with the Comprehensive Plan, the general planning policies of the town and the purposes of the Zoning Ordinance.

Currently, the proposed development cannot be accommodated by existing public sewer capacity in this area of town.

Questions for the Environmental Quality/Land Use Committee's consideration:

- Does the proposal conform to the general guidelines and policies contained in the Comprehensive Plan and the general planning program of the Town; will the change further the purposes of the Zoning Ordinance and the general welfare of the entire community?
 - Does this master plan create a village design compatible with the North End's rural vision?
 - Is the proposed use of Townhomes compatible with the Low Density Residential Land Use and is it justified based on design considerations?
 - Is the maximum allowable square footage (13,000sf) of commercial appropriate for neighborhood commercial?
 - Is there a negative impact on the local transportation network? If so, does the dedicated bus stop and multi-purpose trail serve to mitigate the impact?
 - Will road Section B function as a collector road? If so, has the applicant made the necessary provisions to address this use?
 - Are the timeframes stated in the proffer conditions appropriate?
- Is there a need and justification for the proposed change in zoning?
- What will be the effect of the proposed change on the property, surrounding property and on public services and facilities (sewer, streets, sidewalks)?
- Is the property appropriate for the proposed change as related to the purposes set forth for the PR district?